



**Badakhshan Alternative Employment for Rural Workers**

**USAID Grant: EEE-A-00-02-00027-00**

**Final Project Report**  
**(July – November 2002)**

**Submitted to USAID**

**By:**

**Shelter for Life International**

**SFL #2206**  
**AFGHANISTAN**

**Submitted in February, 2003**

Prepared by:  
Bryan R. Brown  
Project Manager  
Faizabad, Afghanistan  
bryan@shelter.org

## TABLE OF CONTENTS

<b>A. PROJECT DETAILS</b> .....	2
<b>B. PROJECT SUMMARY</b> .....	3
1. Overview .....	3
2. Challenges .....	4
3. Positives .....	5
<b>C. PROJECT PERFORMANCE INDICATORS</b> .....	5
1. Cash-for-Work Expenditures .....	5
2. Man-days Worked .....	5
3. Beneficiaries .....	6
4. Work Performance Indicators .....	6
<b>D. PROJECT FINANCES</b> .....	6
1. Final Field Budget Expenditures Ending December 24, 2002 .....	6
2. Projected Total Project Expenditures .....	6
<b>E. COUNTERPART INTERNATIONAL – GIK SUMMARY</b> .....	7
1. Items Received, Valuation and Distribution Recipients.....	7
<b>F. CONCLUSION</b> .....	8
<b>G. ROAD REHABILITATION MAPPING</b> .....	9
1. Global Positioning Information for Roads Rehabilitated .....	9

## A. PROJECT DETAILS

1. Executing Agency	<b>Shelter For Life International</b> <b>Headquarters:</b> Norm Leatherwood, Executive Director 502 E. New York Ave Oshkosh, WI 54901 USA Phone: 920-426 1207 Fax: 920-426 4321 E-mail: <a href="mailto:norm@shelter.org">norm@shelter.org</a>
2. Project Title	<b>Badakhshan Alternative Employment for Rural Workers</b>
3. Reference Number	<b>USAID Grant: EEE-A-00-02-00027-00</b>
4. Beneficiaries	<b>Approximately 24,000 Beneficiaries</b> - The project targets rural families in need of financial assistance for the 2002-2003 winter
5. Project Dates	<b>June 24 – November 24, 2002</b>
6. Project Location	<b>Afghanistan, Badakhshan Province – Argu, Darayom, Teshkan, &amp; Keshim Districts</b>
7. Reporting Period	<b>June 24 – November 24, 2002</b>
8. Report Date	<b>December 15, 2002</b>
9. Major Donors	<b>USAID and Counterpart International</b>
10. Current Budget	<b>\$952,557</b>
<b>USAID Grant</b>	<b>\$952,557</b>
<b>Counterpart Intl</b>	<b>GIK Value - \$500,000</b>

## **B. PROJECT SUMMARY**

### **1. Overview**

As an overall summary of the Cash-for-Work (CFW) Alternative Employment project for Badakhshan Province, Afghanistan, the project moved from struggling in its initial phase to being wonderfully successful in its completion. The primary purpose of this grant was to benefit 24,000 Afghans living in rural areas where employment alternatives, other than farming, are limited. The financial influx into these rural economies provided tremendous financial benefit to individuals, families, local village markets and rural economies in Keshim, Teshkhan, and Argu Districts within Badakhshan. Additionally, the primary work implemented, that of road rehabilitation, provided a noticeable development impact: increase in commercial traffic, making healthcare more accessible, and the dramatic improvement in the ease of travel between rural villages and district centers. This project has provided both quick impact and lasting benefits. The following primary objectives were specified for the project.

#### ***Project Objectives:***

- 1) In Badakhshan Province – Provide meaningful alternative employment opportunities for rural workers affecting 24,000 people
- 2) Employ approximately 4,000 rural workers for an average period of 3 months (approximately 360,000 “man-days”), making it possible for rural families to survive the 2002-2003 winter

Initially, after careful surveying by a Shelter for Life International (SFL) assessment team, road rehabilitation in the above referenced districts was chosen as the primary CFW activity. This was primarily due to its high utilization of unskilled labor, maximizing the total number of beneficiaries, within the condensed time-scope of the project. Secondly, this activity met both the short-term objectives of interjecting cash into numerous rural economies and providing needed improvements to community infrastructure.

Road rehabilitation included elevating and crowning road surfaces, provision of drainage ditches along both sides, and graveling key sections of the road. Road rehabilitation also included the repair of several culverts and one small bridge, requiring some skilled labor. Materials and labor for these repairs were provided by a local NGO, a micro-enterprise business and Afghan skilled laborers respectively.

CFW activity on the roads was initiated very early in the project, simultaneously with the hiring and establishment of the multiple site camps and offices, as well as coordinating with local authorities. Initial and on-going response by workers was far less than anticipated and additional work-sites were added in an effort to meet the required weekly man-days budget necessary to satisfy project objectives. Early action and flexibility in these areas was a key factor in the final success of the project - both the beneficiaries and man-days objectives were met within the term of the project.

CFW activity for the project ended on November 24 per grant specifications. Final CFW expenditures were \$536,823, 99.4% of USAID field budget total. Total man-days yielded a similar percentage, totaling 357,884 man-days compared to 360,000 for the total grant. Total beneficiaries exceeded 59,670, 249% of the grant target 24,000. The number of workers hired was 8,990, 225% of the required 4,000.

The overall project was managed by 2 international staff members, 1 Afghan Senior Engineer and an Afghan national staff of 48. Final field budget expenditures totaled \$701,944 compared to the field budget grant total of \$700,313 or approximately 100%. Counterpart International GIK items were fully distributed during or prior to the third week of November per agreement with the Counterpart Director. Feedback regarding CFW pay and road improvements was very positive, community/worker appreciation was overwhelming, and local Afghan government involvement was recognized in Kabul. Proper USAID signage is prominently in place at work-sites. In summary, from all tangible and intangible criteria, the alternative employment project for Badakhshan was a tremendous success.

## **2. Challenges**

Initially, the project faced one primary challenge, a shortage of available workers. For the past three years Afghanistan has suffered from severe drought conditions. However, the winter and spring of 2002 brought abundant snow and rain to the Badakhshan Province. This produced record wheat production, though still deficient to historic levels. The bountiful harvest in targeted CFW districts caused a shortage of workers for all NGO projects, especially “Food-For-Work” programs. Though CFW projects such as this were the first options, worker shortages remained a great challenge for the entire first quarter of the project. Field labor rates from July through September were in excess of \$8.00 per day, in comparison to the \$1.50 paid by this project. In late September, with the completion of the harvest, laborers became plentiful and eager to work. They were willing to work for as little as \$1.00 per day. All related project objectives were fully met.

Secondary challenges were primarily related to the shortage in workers. This shortage caused the number of planned work-sites to expand from six to twelve and triggered all the related logistics challenges, such as additional office and site-camp setups, supervisory staff requirements, CFW payroll coordination, etc. Late in the project, an additional challenge arose related to the CFW budget in coordination with the graveling needs at numerous work-sites. Day-to-day monitoring of this challenge allowed for the graveling of 59 kilometers of road, compared to the 55 kilometers specified in the project. Finally, for security reasons, it became necessary to arrange for “secured transport” of CFW payroll to designated pay-sites. This added expense was unbudgeted and creates a negative variance to this line item of the budget.

### 3. Positives

The key positives for the project are the impact on 59,679 people and 138 villages in some rather forgotten areas of Afghanistan. With the natural provision of a bountiful wheat harvest, the added cash provided through the CFW compensation basis (\$536,823 for the total project) is producing exciting trickle-up effects within village, district and providential economies. Additionally, the road rehabilitation is recognized as some of the best rural roads in all of Afghanistan. Travel speeds have increased from an average of 11 miles per hour to in-excess of 30 miles per hour. The positives have been both immediate and with an investment toward the future. Another key positive lies in the capacity building of the Afghan staff implementing the project. Afghans involved in the project have increased their skill base in some of the following areas: financial management, project management, budgeting, CFW program coordination, computer training, English language skills, global positioning systems and digital photography. In the areas of both hard and soft outputs, this project has yielded excellent results.

### C. PROJECT PERFORMANCE INDICATORS

#### 1. Cash-for-Work Expenditures

Cash-For-Work (CFW) expenditures for the total project were \$536,823 or 99.4% of the USAID grant total. Worker availability for CFW activity dramatically increased in the months of October and November – post-harvest season activities. Following is a comparative, monthly summary of CFW funds expended throughout the term of the project.

Actual July CFW	Actual August CFW	Actual September CFW	Total 1 <sup>st</sup> Quarter CFW	Actual October CFW	Actual November CFW	Total Project CFW	Grant Total CFW
\$5,160	\$61,549	\$87,495	\$154,204	\$274,019	\$108,600	\$536,823	\$540,000

#### 2. Man-days Worked

Man-days are in direct correlation to CFW expenditures. The CFW rate per man-day was specified within the grant at \$1.50 per man-day. Early in the project, competitive labor wages for workers were in excess of \$8.00 per day, providing a challenge in the availability for targeted number of workers. Post-harvest time, worker availability was not a concern. The grant target of 360,000 man-days (\$540,000 CFW funds ÷ \$1.50 daily pay rate = 360,000 man-days) was all but achieved. Actual man-days results yielded 99.4% of grant target.

Actual July M/Days	Actual August M/Days	Actual September M/Days	Total 1 <sup>st</sup> Quarter M/Days	Actual October M/Days	Actual November M/Days	Total Project M/Days	Grant Total M/Days
3,440	41,033	58,330	102,803	182,679	72,400	357,882	360,000

### 3. Beneficiaries

The grant target for total beneficiaries was 24,000. Through the end of the project, over 59,679 persons, 249% of target, have benefited by the CFW activity of the project. The total number of persons employed was in excess of 8,990. This figure is 225% of the targeted 4,000 workers employed. This positive variance is attributable to the initial short-term availability of workers due to personal harvest time requirements and the expansion from 5 to 13 project sites during the months of July and August. The average “persons per family” increased to 6.6 as more “heads-of-households” came into the workforce in October and November.

Total July	Through August	Through September	Total 1 <sup>st</sup> Quarter	Through October	Through November	Total Project	Grant Target
9,405	18,064	24,473	24,473	58,882	59,679	59,679	24,000

### 4. Work Performance Indicators

Though not specific objectives, work indicators were established and measured to track progress of the CFW activities. With the selection of road rehabilitation as the primary CFW activity, it was established that the project goals were 55 kilometers of road rehabilitated, 86 related culverts repaired and all roads recorded via Global Positioning System (GPS). Actual performance yielded 139 kilometers of road rehabilitated, 253% of goal, with a total of 59 kilometers graveled and 100% of culverts repaired. Full GPS information is included later in the report. The sub-indicators relating to the road rehabilitation were monitored and appear below. All figures are in kilometers with the exception of culverts.

Work Activity	1 <sup>st</sup> Quarter Work Performance	October Work Performance	November Work Performance	Total Project Work Performance	Total Project Targets
Filling	13.5	9.9	2.1	25.5	--
Ditching	31.3	19.1	8.2	58.6	--
Cutting	21.7	1.2	3.7	26.6	--
Surfacing	30.0	74.9	34.6	139.5	55.0
Graveling	8.0	22.5	28.5	59.0	--
Masonry	11.6	8.3	2.1	22.0	--
Culverts	0	0	86	0	0

## D. PROJECT FINANCES

### 1. Final Field Budget Expenditures Ending December 24, 2002

Total field expenditures are \$701,944 compared to the project field budget of \$700,313. This variance of \$1,631 is less than .2% of the total field budget. Budget challenges occurred in the expense areas of National Staff and Financial. Due to the expansion of work-sites and the

extension of CFW months from three to four, supervisory staff was increased and maintained for additional time, which maximized the benefits to beneficiaries and the additional roads rehabilitated. Due to security risks, SFL decided to pay for secured transport of CFW payroll to respective payroll sites. The expense for secured transport was not an issue at the time of the grant proposal; therefore, no expense consideration was included in the original budget.

This resulted in a negative field variance of \$1,521 to the Finance expense category. No other negative field budget variances were experienced during the project.

Expense	1 <sup>st</sup> Quarter Expenses	October Expenses	November Expenses	Total Expenses	Project Budget
Direct Labor Cost - CFW	\$154,204	\$274,019	\$108,600	\$536,823	\$540,000
Direct Materials Cost	\$ 21,816	\$ 11,200	\$ 49,442	\$ 82,458	\$ 83,875
Program Facilities	\$ 6,204	\$ 1,654	\$ 1,700	\$ 9,558	\$ 10,200
National Staff	\$ 18,385	\$ 12,500	\$ 9,809	\$ 41,694	\$ 35,760
Shipping/Transport	\$ 10,246	\$ 15,757	\$ 3,887	\$ 29,890	\$ 30,478
Banking Fees	\$ 575	\$ 795	\$ 151	\$ 1,521	\$ 0
<b>Total Field Budget</b>	<b>\$212,115</b>	<b>\$317,925</b>	<b>\$174,404</b>	<b>\$701,944</b>	<b>\$700,313</b>

## **E. COUNTERPART INTERNATIONAL – GIK SUMMARY**

### **1. Items Received, Valuation and Distribution Recipients**

Based upon an agreement with Brian Propp, General Director of Counterpart International (Counterpart), all GIK items were distributed during or before the third week of November. This was, again, based upon the agreement that most of the contents did not provide direct impact toward the project. However, all items would, and did, provide tremendous value to the Afghan recipients. The following is a list of item categories, valuations (as provided by Counterpart) and recipients.

#### **Counterpart International GIK Items and Values**

Category	Valuation	Secondary Category	Recipients
Automotive	\$ 14,100	Brake, Axle, Wheel Items	Mechanics
Refrigeration	\$ 577	Water Coolers	Job Site
Pumps	\$ 2,728	Flammable Liquid Pumps	Fuel Distributor
Tools	\$ 9,219	Battalion Tool Sets	Garage
Tools	\$ 454	Wood Mallets	Road Workers
Tools	\$ 77,000	Miscellaneous Tools	Mechanics
Tools	\$ 1,375	Carpenter Tool Kit	Carpenter
Tools	\$ 3,400	Electronics Tool Kit	Electrician
Tools	\$ 90,821	General Mechanics Kit	Mechanics
Tools	\$ 4,320	Pioneers Engineer Tool Kit	Village Community
Tools	\$ 3,184	Refrigeration Tool Kit	Refrigeration Person
Tools	\$ 386	Socket Wrench Set	Mechanics
Hardware	\$ 298	Bolts	General

Hardware	\$ 3,004	Nails	Carpenters
Hardware	\$121,800	Miscellaneous Building Items	General
Electrical	\$ 8,060	Switches - Electrical	Electrician
Electrical	\$ 11,800	Relays, Switches	Electrician
Electrical	\$ 14,300	Headsets, Microphones	Electrician
Medical	\$ 1,409	Splints	Faizabad Hospital
Medical	\$ 4,086	Medicine Cabinets	Faizabad Hospital
Medical	\$ 4,700	Sterilizer	Faizabad Hospital
Medical	\$ 1,914	IV Poles	Faizabad Hospital
<b>Category</b>	<b>Valuation</b>	<b>Secondary Category</b>	<b>Primary Recipient</b>
Medical	\$ 3,100	Medical/Dental Equipment	Faizabad Hospital
Tools	\$ 198	Tool Cabinets	SFL
Household	\$ 82	Trash Cans	Job Site
Household	\$ 150	5 Gallon Cans	Job Site
Household	\$ 2,554	Commercial Gas Grills	Undistributed – High Risk
Household	\$ 41	Sand Bags	Job Site
Clothing	\$ 673	Men's Shoes	Job Site
Household	\$ 13,023	Sleeping Bags	Job Site
Household	\$ 34	Rubber Sheets	Job Site
Plumbing	\$ 33,000	Plumbing Supplies	Job Site
Plumbing	\$ 16,000	Plumbing Materials	Hardware Shops

## **F. CONCLUSION**

This quick-impact, CFW, Alternative Employment grant for Badakhshan Province in Afghanistan has proven to be a wonderful example of a cooperative effort between USAID, a caring INGO (Shelter for Life), local Afghan Government Minister of Rural Development and the Afghan people. All primary and secondary objectives have been exceeded; a fair financial budget was responsibly administered; over 139 kilometers of rural roads have been made passable – 59 kilometers graveled; \$536,823 was invested into needy areas of Afghanistan, and over 59,679 beneficiaries (249% of the goal) are much better prepared to survive a bitter winter. These better-than-planned results reconfirm the value of the USAID/Shelter For Life partnership for future work in Afghanistan and around the world.

## USAID - Badakhshan Alternative Employment for Rural Workers - Road Rehabilitation Global Positioning Database

No.	Province (s)	District (s)	Road Name	Starting Point	Elevation in		Ending Point	Elevation in		# of KM	KM of Gravel	Funding Source
					Feet	GPS Point		Feet	GPS Point			
1	Badakhshan	Kishim - Shak Dan	Shak Dan Road	Kishim - City	3,177	N - 36-49.627 E - 070-05.157	Gumbat	2,828	N - 36-53.647 E - 070-04.469	9.5	1	USAID
3	Badakhshan	Keshem - Darai Jem - CFW - 1	Darai Jem Road	Chenari Amirgan	3,575	N - 36 - 45.494 E - 070-07.829	Darai Jem	4,382	N - 36-43.325 E - 070-07.830	6	5	USAID
4	Badakhshan	Keshem - Darai Jem - CFW - 2	Darai Jem Road	Darai Jem	4,382	N - 36-43.325 E - 070-07.830	Gari Shah Baba	3,739	N - 36-43.360 E - 070-09.784	6	5	USAID
5	Badakhshan	Keshem - Darai Jem - CFW - 3	Darai Jem Road	Gari Shah Baba	3,739	N - 36-43.360 E - 070-09.784	Chenari Amirgan	3,575	N - 36 - 45.494 E - 070-07.829	6	3	USAID
7	Badakhshan	Keshem - Shak Dara -CFW	Shak Dara Road	Khailsp	6,476	N - 36-34.451 E - 070-23.588	Awligah	6785	N - 36-34.591 E - 070-26.225	7	0	USAID
9	Badakhshan	Keshem - Robati Khombook	Robati Khombook Road	Agell	6,464	N - 36-29.110 E - 070-15.886	Rubati Khombook	6,933	N - 36-27.572 E - 070-15.564	7	0	USAID
11	Badakhshan	Keshem - Sabz Dara - CFW	Sabz Dara Road	Ghailan	5,637	N - 36-33.123 E - 070-13.559	Marikan	6,689	N - 36-27.952 E - 070-11.038	12.5	0	USAID
12	Badakhshan	Keshem - Yawur Zan	Yawur Zan Road	Gari Shah Baba	3,739	N - 36-43.360 E - 070-09.784	Khogai Bagh	5,604	N - 36-37.783 E - 070-09.720	13	2.5	USAID
13	Badakhshan	Argu - Rezkan Road	Rezkan Road	Baghsha	3,832	N - 37-05.950 E - 070-31.194	Darayom	5,572	N - 37-03.195 E - 070-24.567	15	9	USAID
14	Badakhshan	Argu - Shahri Wahdat	AbiBarick Road	Darayom City	5,597	N - 37-03.043 E - 070-24.211	Sadat City	4,983	N - 36-58.200 E - 070-18.052	17	15	USAID
15	Badakhshan	Darayom - Road 1	Darayom Road	Shahri Sadat	4,983	N - 36-58.200 E - 070-18.052	Shahri Saffa	5,316	N - 36-54.965 E - 070-22.006	10	10	USAID
16	Badakhshan	Darayom - Nimtalla	Nimtalla Road	Shahri Saffa	5,316	N - 36-54.965 E - 070-22.006	Quraishi	6,388	N - 36-55.121 E - 070-26.733	12	0	USAID
17	Badakhshan	Darayom - Road 2	Darayom Road 2	Shahri Saffa	5,316	N - 36-54.965 E - 070-22.006	Doaba	6,398	N - 36 - 55.121 E - 070-26.737	12	9	USAID
18	Badakhshan	Darayom - Yam Cheyan	Yam Cheyan Road	Doaba	6,398	N - 36 -55.121 E - 070-26.737	Yam Cheyan	6,076	N - 36 - 50.386 E - 070-26.362	6.5	0.5	USAID
<b>Total</b>										<b>139.5</b>	<b>59</b>	